
Strategic Goal Three: Quality Workplaces

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INTRODUCTION

The Secretary of Labor's key priorities for this strategic goal are to foster safe and healthy workplaces; influence international bodies addressing core labor standards and international child labor issues; increase the representation, advancement, and promotion of women, people of color, veterans, and the disabled in jobs; promote increased compliance with Family and Medical Leave Act requirements; and increase the number of workers with access to quality child care outside the family.

This goal is supported by: the Employment Standards Administration's Office of Federal Contract Compliance Programs (OFCCP), the Occupational Safety and Health Administration (OSHA), the Mine Safety and Health Administration (MSHA), and the Bureau of International Labor Affairs (ILAB), the Women's Bureau (WB), the Employment and Training Administration's Bureau of Apprenticeship and Training, the Office of the Solicitor (SOL), and the Office of the Assistant Secretary for Administration and Management (OASAM).

REDUCE WORKPLACE INJURIES, ILLNESSES, AND FATALITIES

DOL will focus nation-wide attention on the most prevalent types of workplace injuries and illness, the most hazardous industries and the most hazardous workplaces, and address them through combined strategies of standards, enforcement and compliance and technical assistance activities. DOL is also committed to reducing mine-related

accidents, injuries and fatalities, and to placing greater emphasis on health issues.

MINE SAFETY AND HEALTH PROGRAMS

The Department of Labor in partnership with the American mining community, works to eliminate fatalities, reduce the frequency and severity of accidents, and minimize health hazards associated with the mining industry in accordance with the Federal Mine Safety and Health Act of 1977. The Mine Act requires inspection of every underground mine four times each year and all surface mines two times each year to determine compliance with federal safety and health standards.

Strategic Goals

The Mine Safety and Health Administration's (MSHA) enforcement of mine safety and health standards addresses two strategic goals: *Reduce injuries in the Nation's mines* and *Reduce miners' overexposure to health hazards*— supported by performance objectives and enabling initiatives.

The first strategic goal, *Reduce injuries in the Nation's mines*, has these performance objectives:

- *Reduce the number of coal mine and metal and nonmetal mine fatalities to below the average number recorded for the previous 5 years.*
- *Reduce mine industry injuries (nonfatal-days-lost incidence rate) to*

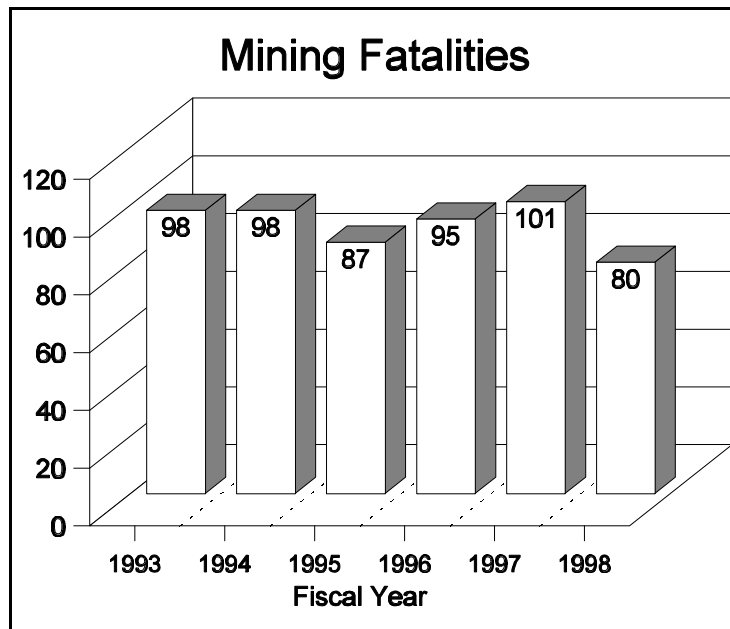


Figure 12 Mining fatalities were at their lowest level during 1998, a direct result of MSHA safety-related efforts.

below the average number recorded for the previous 5 years for all mines.

Mine fatalities decreased from 101 in FY 1997 to 80 in FY 1998 and is the lowest figure ever recorded. It is well below the previous 5-year average of 95.8. In coal mines, there were 38 FY 1997 fatalities compared with 28 in FY 1998, and in metal and nonmetal mines there were 63 fatalities in FY 1997 compared with 52 fatalities in FY 1998.

For nonfatal-days-lost injuries, the incidence rate of 3.76 in FY 1998 is well below the previous 5-year average of 4.29 (as well as being below the 5-year average for the end of third quarter rate of 4.26).

For coal mines the FY 1998 nonfatal-days-lost injury rate was 5.30 compared with 6.15 for the previous 5-year average, and for

metal and nonmetal mines, the FY 1998 rate of 2.97 is below the previous 5-year average of 3.20.

In FY 1998, MSHA's safety-related efforts included its mandated inspection program, safety alerts, special focus "safety sweeps," education and training programs, and technical support programs.

The second strategic goal, *Reduce miners' overexposure to health hazards*, articulates the Department's increasing emphasis on the near and long-term medical health aspects and quality of life of the miner. Specific areas of concern, respirable dust and noise, were the focus in

developing the following performance objectives:

- *Reduce by 20% the percentage of samples out of compliance with the respirable coal mine dust standard.*
- *Reduce by 20% the percentage of samples in metal and nonmetal mines that are out of compliance with the silica standard for the highest risk occupations.*
- *Reduce by 20% the percentage of cases where the abatement time for silica over exposures exceeded 6 months in metal and nonmetal mines.*
- *Reduce by 20% the percentage of samples in metal and nonmetal mines*

out of compliance with the noise standard in the highest risk occupations.

A strong focus on respiratory hazards in coal mines is maintained through the Respirable Coal Mine Dust Program. Because operator dust samples may not be representative of the normal work environment to which miners are exposed, improvements to the existing sampling program are being sought. MSHA has ensured that dust samples are taken four times a year at each underground mine and twice annually at each surface mine, targeted problem mines for additional attention, conducted seminars in the coal fields to discuss health issues, and entered into an agreement with the National Institute for Occupational Safety and Health (NIOSH) to develop a personal dust monitor.

One technical advance to reduce miners' exposures to dust is through work on the machine-mounted continuous respirable dust monitors. Four of the commercially built units have been installed on production equipment in underground coal mines to test their accuracy and reliability in providing real-time exposure data to miners, operators, and inspectors. MSHA is continuing to press for the use of "single full-shift sampling" for checking dust concentrations in the working section of a mine.

MSHA has also continued to attack another debilitating illness of the respiratory system—silicosis—as a follow-on to the National Campaign to Eliminate Silicosis. The Agency has implemented a revised sampling

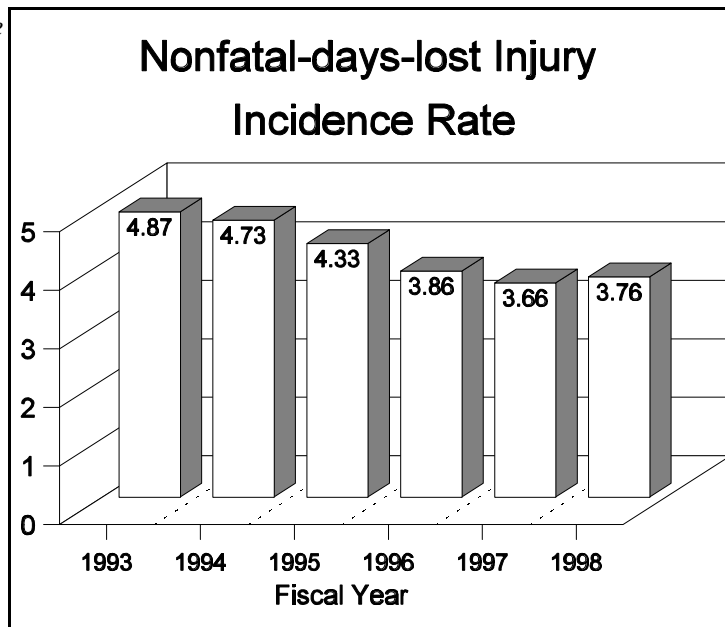


Figure 13 *The number of days lost per year due to non-fatal injuries was well below the 5-year average of 4.29.*

directive for the metal and nonmetal sector targeting high risk mines. In order to get better data on the breadth and scope of the problem, a grace period was provided to mine operators for the reporting of occupational illnesses of any type.

Fines and Penalties System Compliance Issue: In an FY 1996 audit, the Office of the Inspector General recommended that steps be taken to ensure that MSHA's system used to track assessments and civil penalties be able to provide transaction level detail and automate computations for those billings, collections, writeoffs, accrued interest, administrative fees, and other adjustments in compliance with OMB Circular A-127. MSHA developed reports to provide the necessary detail and automation of the processes. The reports were implemented and await confirmation of compliance.

OCCUPATIONAL SAFETY AND HEALTH

The Department of Labor is responsible for enforcing the Occupational Safety and Health Act of 1970 (Public Law 91-596). The OSH Act authorizes the agency to enforce safety and health standards through inspections of workplaces, and also to foster voluntary compliance by employers through onsite consultation, training, education and information services, partnerships, and Voluntary Protection Programs.

In Denver, the Homebuilders Association (HBA) and OSHA have established HomeSafe, which seeks to institute an effective safety and health program at 350 participating work sites.

Departmental level performance goals addressing the area of Occupational Safety and Health include: reducing three of the most prevalent types of workplace injuries and causes of illnesses (silica, lead and amputations) by 15%; reducing injuries and illnesses by 15% in five high-hazard industries (construction, food processing, shipyards, logging and nursing homes); decreasing fatalities in the construction industry by 15% by focusing on the four leading causes of fatalities (falls, struck-by, crushed-by, and electrocutions and electrical injuries); and, reducing injuries and illnesses by 20% in at least 100,000 workplaces where the Department's Occupational Safety and Health Administration (OSHA) initiates an intervention.

Plan while its Cooperative Compliance Program (CCP) was stayed. Under this plan, a general industry targeting list of establishments in the top 100 Standard industry codes that were at or above their industry average were developed. This allows the agency to target both high-hazard establishments and industries.

OSHA has made further progress by establishing partnerships with professional organizations and labor unions within several of the targeted industries:

- The agency has entered into a five-year partnership with the United Food and Commercial Workers and ConAgra Refrigerated Foods to create "Culture Change Workshops" at nine ConAgra facilities. This partnership is a by-product of an ongoing corporate settlement agreement.
- In Colorado, a group of 38 steel erector contractors, prompted by high workers' compensation costs and increased OSHA inspections and penalties, formed the Steel Erectors' Safety Association of Colorado (SESAC) and established a partnership with OSHA. SESAC members agree to conduct self-inspections and to undergo initial and periodic inspections by a professional safety consultant, in exchange for focused OSHA inspections and reduced fines based on the effectiveness of a contractor's safety and health program. SESAC members receive reduced workers' compensation premiums, and have helped to establish a training school for steel erector employees.

OSHA implemented an Interim Targeting

- In Denver, the Homebuilders Association (HBA) and OSHA have established HomeSafe, which seeks to institute an effective safety and health program at 350 participating work sites. Participants implement a Ten Point Program based on OSHA and industry analysis of key hazards known to cause fatal or serious accidents in the Denver homebuilding industry.
- In the roofing industry, where improving safety and health is particularly difficult because of the short duration of many jobs, OSHA has established a partnership with the National Roofing Contractors' Association; the United Union of Roofers, Waterproofers and Allied Workers; CNA Insurance Company; and the National Safety Council. The 20 contractors in the Chicago area who have achieved "Premier Status" under this program are eligible for OSHA incentives such as focused inspections and no penalties for non-serious violations, and possible incentives from CNA Insurance Company.

Compliance with Federal Financial Management Improvement Act of 1996

In recent OIG audits, the financial management system used by the OSHA to track proposed assessments and civil penalties levied against employers and/or operators for workplace safety violations was not in compliance with the Federal Financial Management Improvement Act of 1996 (FFMIA). The FY 1998 audit revealed that corrective actions have remedied the problems. OSHA's Integrated Management Information System is now in compliance with the Act's standards.

Improvements to Occupational Injury and

Paul - Manufacturing Company Employee Morrison, Tennessee.

Paul probably owes his life to a training program his company provided and funded by the Occupational Safety and Health Administration (OSHA).

In February, 1998, Paul, 64 years old, was working for a manufacturing company in Morrison, Tenn. The Tennessee OSHA (TOSHA) Consultation Program, part of a national network of safety and health services funded by OSHA, made a consultation visit to Paul's company. Among other things, TOSHA provides safety and health training for employees and their employees.

During the visit to Paul's work site, the consultant observed that the plant was more than several minutes away from a medical provider -- time that could mean the difference between life and death. Therefore, he urged the company to train its employees as on-site first aid responders, to administer first aid and CPR (cardiac pulmonary resuscitation), if necessary. Paul's employer agreed and designated selected company employees to receive the recommended training, which includes instructions on how to recognize when someone is having a heart attack.

One day Pam, an employee who had been trained, noticed that Paul was sweating profusely and looked unusually pale. She believed Paul was having a heart attack and took immediate action to contact emergency medical personnel. Paul was rushed to a hospital, where he underwent angioplasty surgery.

A company official wrote TOSHA that Pam's "quick action in identifying the problem probably saved his life." It is an example of the "important positive impact" of the OSHA-

Illness Data: During FY 1998, progress has been made toward the goal of reducing injuries and illnesses at hazardous work sites by utilizing site-specific data. This initiative will enable the agency to collect establishment and site-specific injury and illness data as well as information on injury and illness characteristics. This will improve OSHA's ability to measure injury, illness and fatality rates, to target agency interventions on the most hazardous work sites, and to measure program outcomes established under GPRA. The efforts are fully responsive to OIG audit recommendations and management reporting under the FMFIA. The initiative includes the development of a quality control program to monitor employer injury and illness reporting, and is expected to be completed by January, 2000.

OSHA Grant Accounting Procedures Under Development: An FY 1997 OIG audit identified the need for accounting procedures to cover reconciliations and other monitoring activity. OSHA is in the process of drafting the needed procedures.

FOSTER EQUAL OPPORTUNITY WORKPLACES

Equal pay, sexual harassment, limited advancement opportunities and the ever persistent wage gap are issues that remain as vital today as they were twenty or thirty years ago. DOL is committed to fostering workplaces that allow for equal opportunities for all working Americans including women, minorities, individuals

with disabilities, and veterans.

FEDERAL CONTRACT COMPLIANCE PROGRAMS

The Department's Office of Federal Contract Compliance Programs (OFCCP) enforces compliance by Federal contractors under Executive Order 11245, as amended, section 503 of the Rehabilitation Act of 1973, as amended and 38 U.S.C. 4212 of the Vietnam Era Veterans' Readjustment Assistance Act of 1974, as amended. In addition, OFCCP has enforcement responsibilities under Title 1 of the Americans with Disabilities Act of 1990, the equal opportunity requirements under the National Apprenticeship Act of 1937 and the Immigration and nationality Act, as amended.

DOL is the only agency in the government which ensures that employees of Federal contractors are protected by Federal contract-based civil rights laws. OFCCP enforcement includes education, outreach, and when necessary, litigation.

A single Departmental goal assesses the Agency's performance in this area: Increase the number of contractors brought into compliance with the Equal Employment Opportunity provisions of federal contracts. The goal beneficially impacts the lives and families of employees and applicants for employment. Employees and applicants of Federal contractors that are in compliance with OFCCP - enforced laws can be assured that these contractors abide by fundamental principles of equality and fairness in the hiring, promotion, and retention process. They can also be assured that these contractors practice fairness in pay and pay

equity issues.

In FY 1998, the Department's Office of Federal Contract Compliance Program (OFCCP) which administers the compliance programs, established, for GPRA purposes, baseline performance for this performance measure. The baseline for increasing the number of contractors brought into compliance was established at 2,702. "Contractors brought into compliance" is a measurement of data taken from nationwide OFCCP sources of action. These actions include the issuance and evaluation of Compliance Agreements, Letters of Commitment, settlement agreements, and other agreements. Also included are complaint investigations which result in any of the actions listed above.

DEPARTMENTAL CIVIL RIGHTS PROGRAMS

The Department is in the process of refocusing its overall compliance enforcement efforts from the Job Training and Partnership Act to the recently enacted Workforce Investment Act. During FY 1999, DOL will issue final regulations implementing the non-discrimination provisions of Section 188 of the Workforce Investment Act (WIA).

SUPPORT A GREATER BALANCE BETWEEN WORK AND FAMILY

Increased demands placed on the workforce require that employers and employees alike successfully balance their work, family and community responsibilities. DOL is committed to increased access to affordable, quality child care and the provision of information on initiatives that improve workers' ability to perform their job responsibilities without sacrificing their commitment to their parents and children.

APPRENTICESHIP SERVICES

The Department's Bureau of Apprenticeship and Training (BAT) is promoting a national initiative that will improve the quality of the child care workforce, enhance a system for training and credentialing of child care providers throughout all States and Territories, and assist in the development of a voluntary set of nationally recognized skills standards for the Child Care Industry.

In FY 1997 and 1998, 19 States had child care apprenticeship programs. The number of child care apprentices in FY 1998 was 1,914.

In September 1998, the Bureau sponsored a Satellite Child Care conference with satellite downlinks in 46 States with over 100 sites. Participants at the satellite conference represented secondary and post secondary education, State and Local governmental agencies, community based organizations, and private employers from both the child care industry and the manufacturing sector.

Diana

When Diana speaks about her work with children, she quiets the room with excitement, knowledge and commitment.

While it's true Diana was always an active community volunteer, she, like many poor families, was unable to afford quality child care and transportation to enable her to seek employment outside the home. Also, one of her four children suffers from severe asthma and needs vigilant parenting and medical care. Thus, Diana relied on public assistance for more than ten years when she enrolled in the Satellite Child Care Program on April 6, 1998.

It was beyond Diana's sincerest hopes and expectations that the program would provide the support she needed to secure suitable child care and the opportunity, upon graduation, to work at home providing quality child care services for other families in her community while continuing to be available to her own when needed.

Diana's work preparation included classroom training in early childhood development, health, safety and nutrition, as well as hands-on work experience in a child care center. Her appetite for learning was voracious. She always completed assignments, participated in class discussions, and questioned, questioned, questioned. Her enthusiasm has continued to grow, responding to positive feedback offered at every turn. Diana has matured, becoming more self reflective, able to accept positive criticism and put it to good use.

Today, Diana is employed as a Satellite Child Care Provider, providing quality child care in her home under the supervision of a reputable child care agency in her neighborhood. She earns an annual salary of \$18,000 (almost \$24,000 with overtime) and is now a union member with full health benefits and a pension. Diana has learned to budget, is beginning to put aside money for emergencies, and is able to provide books, schools trips and toys for her children that she could never afford before. Serving as a wonderful role model to her own children, Diana now provides a service essential to other families transitioning from public assistance to work.

The performance goal for FY 1999 for the Bureau of Apprenticeship and Training that contributes to "supporting a greater balance between work and family" is to increase the number of States with child care apprenticeship programs to 29 and increase the number of child care apprentices by 10%, to at least 2,114, by replicating the West Virginia and other successful child care models.

In cooperation with the Center for Career Development in Early Care and Education (at Wheelock College in Boston), BAT will be moving forward with efforts designed to foster the partnerships needed for implementation of a West Virginia and best practice model on a nationwide basis. During the first three quarters of FY 1999 BAT will, on a State by State basis, build a collaborative base by engaging stakeholders from the child care community and transforming them into a cohesive network of partners to utilize cross-cutting efforts to develop a statewide vision for this initiative. In addition, BAT will be partnering with the child care industry and community colleges to assist States in building the infrastructure, piloting enhanced training for micro enterprise development, and

identifying best practice initiatives that serve as models for future replication.

WOMEN IN THE LABOR FORCE

The Women's Bureau places significant emphasis on the expansion of family-friendly programs to America's workers. The Bureau is currently implementing the Department's Business-to-Business mentoring initiative on Child Care. This national initiative is designed to improve the availability, accessibility, and affordability of safe, high quality child care to employees across the country.

The challenge facing the business community, particularly small and mid-sized businesses, is how to meet the demands of employees who are also parents -- how to relieve them of the burden of being concerned about their children while they are at work.

The Women's Bureau is reaching out to businesses to promote awareness among industry leaders that affordable and safe child care is a top concern for families. One method being used is to connect employers who have effective child care programs with other employers considering child care options for their workers.

The performance goal for FY 1999 for the Women's Bureau that contributes to "supporting a greater balance between work and family" is *to increase the number of new employers by 50 percent or 420 (baseline 840) that implement policies, programs and/or practices for their employees*. The 840 employer baseline was established in FY 1997 based on results from the Bureau's Working Women County Honor Roll Program.

Alicia Cosby

January of last year, Alicia made a New Year's resolution to end her reliance on public assistance. A year passed, and having graduated from the Consortium for Worker Education's Satellite Child Care Program, she is fully employed as a Satellite Child Care Provider in Central Harlem, New York City. But at the age of 24, Alicia could no longer depend on the support of her family and had to stop working in order to receive the cash, food, and rent subsidies she needed to support herself and her newborn son. For two years, Alicia struggled with the welfare system and the lack of respect she felt it accorded her. . .this was the impetus for her New Year's resolution. Independence, for Alicia, involved not only moving away from home, but freedom from dependence on the welfare system.

Today, Alicia's apartment is set up to emulate an early childhood classroom. The training and hands-on work experience she received as a participant in the Satellite Child Care Program has prepared her to provide developmentally appropriate care for up to 5 children in her home. With the start-kit she received on providing quality child care for children in her community, Alicia dreams of attending college at night and, one day, running her own day care center. Young and ambitious, she sees her employment as a Satellite Child Care Provider as a building block in her professional career and the key to her personal freedom.

The new program is voluntary and relies on

information provided by the employers. Impact will be measured through a follow-up OMB approved form specifically geared to employers who in turn can provide information on the number of employees impacted.

***REDUCE
EXPLOITATION OF
CHILD LABOR AND
ADDRESS CORE
INTERNATIONAL
LABOR
STANDARDS ISSUES***

DOL provides funding support for programs and initiatives related to international labor standards issues with a particular focus on funding international child labor-related program activities. Additional funding support, appropriated by Congress, is contributed to the International Program on the Elimination of Child Labor.

INTERNATIONAL LABOR AFFAIRS

The International Labor Affairs Bureau (ILAB) includes a number of Departmental activities and programs which focus on carrying out the Secretary of Labor's international responsibilities. These include Departmental policy and programs relating to international labor activities, and coordinating Departmental international activities involving other U.S. Government agencies, intergovernmental organizations, and nongovernmental organizations.

In support of the Secretary of Labor's goals, DOL's international labor programs focus on implementing core labor standards, by

working to eliminate international child labor, particularly through the International Labor Organization's International Program on the Elimination of Child Labor (IPEC); implementation of the North American Agreement on Labor Cooperation (NAALC), the labor supplemental agreement to NAFTA; assist in developing the approach to labor issues under the Free Trade Area of the Americas (FTAA); working in international fora to develop strategies to strengthen the implementation of such standards, and operating technical assistance programs that help countries in transition develop stable labor systems that enable the implementation of labor standards in these newly emerging democracies.

ILAB's performance measures for the most part are nonstatistical. ILAB's goals generally consist of the development, operation, and completion of programs or the representation of policies. Technical assistance programs consist of those funded by USAID and the World Bank, both of which perform independent evaluations of the programs. Other programs such as those in the child labor area, NAFTA, or similar type programs can be measured by assessing the completion of intended activities by given dates. ILAB has committed to developing more quantifiable performance measures.

